

THE JOINT CHIEFS OF STAFF
WASHINGTON, D.C. 20301

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21 October 1973

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MEMORANDUM FOR: Chief of Staff, US Army
 Chief of Naval Operations
 Chief of Staff, US Air Force ✓
 Commandant of the Marine Corps
 Commander in Chief, Alaska
 Commander in Chief, Continental Air
 Defense Command
 US Commander in Chief, Europe
 Commander in Chief, Pacific
 Commander in Chief, US Southern Command
 Commander in Chief, US Readiness Command
 Commander in Chief, Strategic Air Command
 Director, Defense Intelligence Agency
 Director, National Security Agency, Chief,
 Central Security Service
 Director, Joint Staff

Subject: Concept of SIGINT Support to Military Commanders

1. The enclosed Concept of SIGINT Support to Military Commanders is forwarded for your information and appropriate action. It supersedes the Attachment to MJCS-506-67, dated 13 November 1967, subject as above.

2. Addressees are authorized to reproduce and disseminate this memorandum and its Appendix to subordinate elements which are judged to require the information it contains.

3. Without attachment, this memorandum is UNCLASSIFIED.

For the Joint Chiefs of Staff.

E. A. Tamm

Chief of Staff, USMC
 BRIGADIER GENERAL, USMC
 Secretary

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APPENDIX

CONCEPT OF SIGINT SUPPORT TO MILITARY COMMANDERS (U)

I PURPOSE AND SCOPE

1. (U) The purpose of this concept is to establish doctrine and procedure for providing signals intelligence (SIGINT) support to military commanders in all circumstances under which military forces are expected to be employed. The concept applies to those SIGINT resources which are included within the Consolidated Cryptologic Program (CCP) and to those resources which have been specifically designated as SIGINT activities by the Secretary of Defense, wherever programmed. Planning for SIGINT support to military commanders will be in consonance with this concept.

II EXPLANATION OF TERMS

2. (U) Communications Intelligence (COMINT). Technical and intelligence information derived from foreign communications by other than the intended recipients. COMINT is produced by the collection and processing of foreign communications passed by radio, wire, or other electromagnetic means, with specific exceptions stated below, and by the processing of foreign encrypted communications, however transmitted. Collection comprises search, intercept, and direction finding. Processing comprises range estimation, transmitter/operator identification, signal analysis, traffic analysis, cryptanalysis, decryption, study of plain text, the fusion of these processes, and the reporting of results.

COMINT shall not include:

- a. Intercept and processing of unencrypted written communications, except the processing of written plain text versions of communications which have been encrypted or are intended for subsequent encryption.

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b. Intercept and processing of press, propaganda, and other public broadcasts, except for processing encrypted or "hidden meaning" passages in such broadcasts.

c. Certain operations conducted by security authorities.

d. Censorship.

3. (U) Electronics Intelligence (ELINT). Technical and intelligence information derived from foreign, noncommunications, electromagnetic radiations emanating from other than atomic detonation or radioactive sources. ELINT is produced by the collection (observation and recording) and the processing for subsequent intelligence purposes of that information.

4. (U) SIGINT. A category of intelligence information comprising all COMINT and ELINT.

5. (U) SIGINT Resources. Comprise units/activities and organizational elements engaged in the conduct of SIGINT activities.

6. (U) SIGINT Operational Control. The authoritative direction of SIGINT activities, including tasking and allocation of effort, and the authoritative prescription of those uniform techniques and standards by which SIGINT information is collected, processed, and reported.

7. (U) SIGINT Operational Tasking. The authoritative operational direction of and direct levying of SIGINT information needs by a military commander on designated SIGINT resources. These requirements are directive, irrespective of other priorities, and are conditioned only by the capability of those resources to produce such information. Operational tasking includes authority to deploy and redeploy all or part of the SIGINT resources for which SIGINT operational tasking authority has been delegated.

8. (U) SIGINT Support. The provision of SIGINT to a command or other user or organization in response to operational needs and intelligence requirements. SIGINT support may be accomplished by SIGINT direct service or SIGINT direct support, or both.

9. ~~(C)~~ Intelligence Guidance for COMINT Programming (IGCP). The United States Intelligence Board expression of total US Government standing COMINT requirements. The IGCP is used as guidance for developing COMINT resource proposals and for COMINT programming.

10. ~~(C)~~ ELINT Requirements--Technical (ELTEC). The expression of total DOD requirements for ELINT necessary to determine the technical performance and characteristics of foreign noncommunications emitters for the ultimate purpose of threat assessment/intelligence production and to support DOD research and development activities.

11. ~~(C)~~ Operational ELINT Requirement. The expression of unified and specified command requirements for ELINT necessary to define the function, deployment, and vulnerability of foreign noncommunications emitters. This includes the need to identify, locate, and track single emitters, associate selected combinations of these emitters with weapons platforms and operational events; detect deviations from known emitter parameters; and provide target selection support.

12. (U) SIGINT Direct Service. A reporting procedure to provide SIGINT to a military commander or other authorized recipient in response to SIGINT requirements. The product may vary from recurring, serialized reports produced by the

National Security Agency (NSA) to instantaneous aperiodic reports provided to the command or other recipient, usually from a fixed collection/processing activity.

13. (U) Direct Service Activity (DSA). A SIGINT activity composed of collection and associated resources which normally performs in a direct service role under the SIGINT operational control of the Director, NSA/Chief, Central Security Service (CSS).

14. (U) SIGINT Direct Support. The provision of SIGINT information to a military commander by a SIGINT direct support unit in response to SIGINT operational tasking levied by that military commander.

15. (U) Direct Support Unit (DSU). A SIGINT unit, usually mobile, designed to perform a SIGINT direct support role for a military commander, under delegated authority from the Director, NSA/Chief, CSS.

16. (U) SIGINT Support Plans (SSPs). Plans prepared by NSA/CSS in support of certain JCS and unified and specified command operation plans.

17. ~~(C)~~ Area Processing Center (APC). A center within or designated for each appropriate military area which is specifically staffed, designed, or equipped to provide rapid processing and reporting of SIGINT information responsive to the requirements of the commanders of the unified and specified commands concerned, including exploitation of sophisticated communications signals as feasible. An APC also provides technical support as required and feasible to DSUs and DSAs.

18. ~~(C)~~ Cryptologic Support Group (CSG). A group provided by the Director, NSA/Chief, CSS, to facilitate the provision of SIGINT support to a unified or specified command,

joint task force commander, or other commander. CSCs are normally composed of SIGINT analytic personnel equipped to interpret results of interest to the command supported, and to facilitate the prompt satisfaction of the command's SIGINT needs, using the capability of the entire SIGINT system.

III DOCTRINE

19. ~~(C)~~ The SIGINT support necessary to conduct military operations must be provided in three kinds of situations: (a) peacetime, to include exercises; (b) periods of heightened tension; and (c) contingency operations and combat.

20. ~~(S)~~ In general, SIGINT support will be provided on a system basis. Consistent with the objectives of maximum overall efficiency, economy, and effectiveness in using SIGINT resources, SIGINT support will be provided by SIGINT direct service insofar as practicable. The SIGINT system will be responsive to the needs of all authorized SIGINT users, including military commanders for whom special support arrangements may be devised as a part of the system. The system will be ready to respond in emergency situations, including combat.

21. ~~(S)~~ Military commanders also require SIGINT direct support. SIGINT direct support resources are necessary to meet certain contingency and wartime needs and are also required to meet certain peacetime needs which cannot be met by other SIGINT activities. The Director, NSI/Chief, CSS, will insure that the capabilities of SIGINT activities designated for wartime or contingency deployment are productively utilized during peacetime in support of appropriate SIGINT and readiness requirements. They perform a variety of continuing SIGINT direct support missions, including satisfaction of training requirements, and provide for continuity of SIGINT support during hostilities. DSUs must be configured so as to be

sufficiently flexible to meet changing environments; they must have communications systems that are capable of interfacing with existing operational command and control systems. The Director, NSA/Chief, CSS, consulting with the Joint Chiefs of Staff and the Services, will program and earmark SIGINT CCP direct support resources to meet those purposes. Insofar as possible, DSUs will be exercised against expected targets; other SIGINT operational training will be undertaken as deemed feasible and desirable. In addition, it is the specific responsibility of the Services to conduct such general military training and unit support training as will best develop the capability for sustained field operations by DSUs.

22. (C) SIGINT support provided by peacetime air, surface, and submarine reconnaissance and certain other sensitive operations will be in consonance with SM-700-68 and SM-701-68, as revised.

IV METHODS AND PROCEDURES

23. (C) SIGINT Requirements. Commanders of the unified and specified commands and the Military Departments shall state their standing requirements for SIGINT to the Director, Defense Intelligence Agency (DIA), in accordance with procedures promulgated by DIA, and simultaneously provide copies to NSA/CSS. As a general principle, current needs for SIGINT which do not have a foreseeable termination date and which necessitate the application of more than nominal SIGINT resources against them shall be treated as standing requirements. When validated, COMINT requirements are either incorporated in the IGCP or published as amplifications thereto. When validated, ELINT requirements are published in the EMIC or added to the Operational ELINT Requirement.

Consultation by commands with area NSA/CSS representatives or the local CSG, if available, is encouraged whenever new or different needs for SIGINT arise. It is often possible to satisfy one-time or transitory needs or to establish a limited but permanent special support feature without developing a formal requirement. Each case is to be judged on its own merits. Additionally, time-sensitive or otherwise urgent SIGINT information needs may be levied by commanders of unified and specified commands directly on the NSA/CSS, simultaneously informing DIA.

24. ~~(C)~~ Dedicated SIGINT Support. When SIGINT needs arise which, in the judgment of the commander of the appropriate unified or specified command, cannot be satisfied by the means described in paragraph 23 preceding, dedication of specific SIGINT resources to the need at hand may be required. The options available to meet these situations are to devote specified SIGINT direct service resources to the need or to employ SIGINT direct support resources.

25. ~~(S)~~ Delegation of SIGINT Operational Tasking Authority

a. ~~(C)~~ The procedures for obtaining delegation of SIGINT operational tasking authority over either SIGINT direct service activities or SIGINT direct support resources are the same.

b. ~~(S)~~ Commanders of the unified and specified commands may submit requests for delegation of SIGINT operational tasking authority over field SIGINT direct service activities or SIGINT direct support resources to the Director, NSA/Chief, CSS, keeping the Joint Chiefs of Staff informed. Requests shall indicate the tasks the commander concerned wishes to levy, the activities or

resources on which he wishes to levy them, the circumstances which prompt the request, the identity of the commander who should exercise SIGINT operational tasking authority, and the expected duration of the need.

c. ~~(C)~~ When the Director, NSA/Chief, CSS, concurs, he:

(1) (U) Informs the Joint Chiefs of Staff and the commander concerned.

(2) ~~(C)~~ Delegates SIGINT operational tasking authority to the indicated commander and advises the affected SIGINT unit. In the case of SIGINT direct support resources not already deployed, he also arranges for the initial deployment.

(3) (U) Provides technical support to the SIGINT resources concerned.

(4) ~~(C)~~ In the case of SIGINT direct service activities, continues other SIGINT tasking of the unit, if not all of its resources are needed to respond to the SIGINT tasking of the supported commander.

d. (U) Should the Director, NSA/Chief, CSS, not concur, he informs the Joint Chiefs of Staff and the commander concerned and offers an alternate means of fulfilling the commander's needs. If this is not satisfactory to the commander, the matter shall be referred to the Joint Chiefs of Staff for resolution with the Director, NSA/Chief, CSS. If agreement cannot be reached between the Joint Chiefs of Staff and the Director, NSA/Chief, CSS, the matter will be referred to the Secretary of Defense for decision.

e. ~~(S)~~ When a wartime, emergency, or DEFCON 2 situation results in the deployment of SIGINT direct support resources, SIGINT operational tasking authority will pass to the supported commander. SIGINT direct

support resources pre-positioned within a theater for the purpose of supporting a tactical element will be considered as deployed within the meaning of this paragraph.

26. ~~(C)~~ The Director, NSA/Chief, CSS, may also initiate delegation. He may ask the commander to levy SIGINT operational tasks directly on a SIGINT unit, whereupon the procedures in subparagraph 25c preceding will pertain.

27. ~~(C)~~ Delegations of SIGINT operational tasking authority will remain in effect for as long as the conditions leading to the particular delegation continue to exist or until an alternative means of satisfying the needs of the supported commander is agreed upon by the commander of the unified or specified command concerned and the Director, NSA/Chief, CSS. Nothing herein shall be construed as affecting standing delegations, which shall continue to be negotiated and reviewed as necessary.

28. ~~(S)~~ Commanders of the unified and specified commands will coordinate the employment of SIGINT resources under the SIGINT operational tasking authority of their subordinate commanders, keeping the Director, NSA/Chief, CSS informed. Military commanders exercising SIGINT operational tasking authority will direct the tasking, allocation of effort, further deployment, and special reporting to satisfy operational mission requirements. Effective utilization of SIGINT resources thus employed is the responsibility of the supported commander. The Director, NSA/Chief, CSS, may propose and the supported commander may accept supplemental SIGINT tasking for the resources concerned.

29. ~~(S)~~ Overrides of SIGINT Tasking Control

a. ~~(S)~~ Where SIGINT operational tasking authority over SIGINT resources has been delegated to a military commander and an urgent national situation arises, the Director, NSA/Chief, CSS, may be compelled temporarily to override the SIGINT tasking assignments made by that commander. This action will be taken only for the most cogent reasons and will be reported immediately by the Director, NSA/Chief, CSS, to the Joint Chiefs of Staff and the commander of the unified or specified command concerned.

b. ~~(S)~~ In the event of a major emergency in his area of responsibility, the commander of a unified command may assume temporary SIGINT operational tasking authority of SIGINT resources normally operating under the Director, NSA/Chief, CSS. Such actions will be immediately reported to the Joint Chiefs of Staff and the Director, NSA/Chief, CSS, by the commander of the unified command concerned.

c. ~~(S)~~ Should disagreements occur between the Director, NSA/Chief, CSS and the commander of the unified or specified command concerned with regard to either of the situations heretofore described, the matter will be referred to the Joint Chiefs of Staff for resolution with the Director, NSA/Chief, CSS. If agreement cannot be reached between the Joint Chiefs of Staff and the Director, NSA/Chief, CSS, the matter will be referred to the Secretary of Defense for decision.

30. ~~(S)~~ SIGINT Support Plans

a. ~~(S)~~ SSPs are developed by NSA/CSS in support of certain command operation plans. The SSP is an abbreviated intelligence plan pertaining only to SIGINT. Its purpose is to assess existing SIGINT capabilities against the SIGINT support problem presented by the command

operation plan and to identify the SIGINT resources to be committed should the plan be executed. The requirement for an SSP is expressed in a SIGINT appendix to the intelligence annex of command operation plans. (See Annex B, Volume II, Joint Operation Planning System for further guidance.)

b. ~~(S)~~ SSPs are executed concurrently with the operation plan they accompany and at such other times as mutually agreed upon by the commander of the unified or specified command concerned and the Director, NSA/Chief, CSS. When SIGINT direct support resources are employed under the provisions of an SSP, delegation of SIGINT operational tasking authority to the supported commander over those direct support resources shall take place concurrently with the execution of the SSP.

31. ~~(C)~~ Command Exercises. Participation of SIGINT resources in exercises which include only friendly forces typically involves the monitoring of opposing friendly forces' communications and other electromagnetic radiations, the use of a CSG, and/or the introduction of fictitious SIGINT into exercise play. Cryptologic support should be viewed as are other measures of support to tactical operations. The need for participation of SIGINT resources in exercises should be determined at the earliest stage of exercise planning. Consultation by commands with area NSA/CSS representatives or the local CSG, if available, is encouraged at this juncture. Thereafter, procedures for obtaining that participation vary with circumstances.

a. (U) Real world SIGINT needs generated by exercises shall be handled under the provisions of paragraphs 23 or 25 preceding as appropriate.

b. ~~(C)~~ In exercises involving only a single Service, participation of SIGINT resources of the same Service shall be treated as field training. Arrangements for participation shall be made through Service channels.

c. ~~(C)~~ In exercises under unified or specified command sponsorship where the forces of more than a single Service are involved, requests for participation of SIGINT resources shall be submitted by the commander of the unified or specified command concerned to the Director, NSA/Chief, CSS, keeping the Joint Chiefs of Staff informed. Requests shall identify the resources to be used, the functions they are expected to perform, and the duration of their participation.

d. ~~(C)~~ In exercises under unified and specified command sponsorship where the forces of more than a single Service are involved but where SIGINT direct support resources are pre-positioned within a theater for the purpose of supporting a tactical element, those SIGINT direct support resources may be used as exercise participants under the authority of the commander of the unified or specified command concerned, provided the Director, NSA/Chief, CSS, is kept fully informed.

e. ~~(C)~~ In none of the above cases shall the accomplishment of assigned SIGINT tasking be curtailed to support exercises without the prior approval of the Director, NSA/Chief, CSS.

32. (U) APCs may be established by the Director, NSA/Chief, CSS, in appropriate command geographic areas, to perform the functions indicated in paragraph 17 preceding, depending on the need as expressed by the commanders of the unified or specified commands or the Director, NSA/Chief,

DOCID: 3985824 CSS, and considering technical feasibility, priority, and
availability of resources. The Director, NSA/Chief, CSS,
will keep the Joint Chiefs of Staff and, through NSA/CSS
field representatives, the affected military commanders
informed of all actions regarding APCs. APCs should be
headed by a military officer and staffed with an appropriate
number of military personnel to insure continuity of wartime
operations and familiarity with area requirements.

33. (U) SIGINT Field Representation. SIGINT representa-
tion to unified and specified commands and subordinate
unified commands will be provided by NSA/CSS upon the
mutual concurrence of the Director, NSA/Chief, CSS, and the
commander concerned.

34. ~~(S)~~ CSGs

a. (U) Upon the mutual concurrence of the commander to
be supported, the commander of the appropriate unified or
specified command, and the Director, NSA/Chief, CSS, the
latter will establish CSGs to facilitate the provision of
SIGINT support to commanders of unified or specified
commands, JTF commanders, or other supported operational
commanders and to assist the Director, NSA/Chief, CSS, in
performing his mission.

b. ~~(S)~~ The CSG will be responsible to the commander
being supported for those matters under the cognizance
of the operational commander and to the Director, NSA/
Chief, CSS, for those matters which are under his cogni-
zance (see subparagraph c following). The Chief of a CSG
may be detailed or accredited, at the option of the
supported commander, to his staff. The CSG will respond
to requests of the supported commander on the wide range
of SIGINT matters within the purview of the Director,
NSA/Chief, CSS. The CSG will respond either from its

own capability or through its immediate access to the US SIGINT system. The size of the CSCs and the scope of their responsibilities and functions will vary according to the needs of the commander concerned and the Director, NSA/Chief, CSS, and will be as mutually agreed. A memorandum of understanding developed jointly by the Director, NSA/Chief, CSS, and the commander concerned will delineate those missions and functions for which the Chief, CSG, is directly responsible to that commander. Copies of agreed memorandums of understanding shall be furnished by the supported commander to the Joint Chiefs of Staff for information. In the case of CSGs for JTFs, missions and functions will normally be set forth in NSA/CSS SIGINT support plans. CSGs shall be headed by a military officer and manned to the extent practicable by a sufficient number of military personnel to insure the wartime continuity of the CSG.

c. (C) The general functions of the Chief of a CSG will normally include:

(1) Supporting the commander of a unified or specified command or other operational commander by:

(a) Providing SIGINT advice and assistance.

(b) Assisting in the expression of SIGINT requirements, and facilitating the flow of SIGINT from SIGINT sites.

(c) Making recommendations concerning the utilization of SIGINT units.

(d) Aiding and assisting in the processing of the pertinent SIGINT product for maximum use.

(2) Assisting the Director, NSA/Chief, CSS, by:

(a) Providing technical assistance to SIGINT activities.

(b) Providing the Director, NSA/Chief, CSS, with information on the status, capabilities, and limitations of SIGINT activities involved. 1
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(c) Coordinating the utilization of SIGINT direct service activities involved, and advising the Director, NSA/Chief, CSS, of actions needed to insure their responsiveness to the commander. 4
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(d) Providing operational feedback to SIGINT activities. 8
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